

## Message Text

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ACTION EB-07

INFO OCT-01 EUR-12 ISO-00 BIB-01 SAJ-01 NIC-01 CIAE-00

DODE-00 PM-03 H-01 INR-07 L-02 NSAE-00 NSC-05 PA-01

RSC-01 PRS-01 SP-02 SS-15 USIA-06 CAB-02 COME-00

DOT-00 FAA-00 VO-03 SCA-01 FBIE-00 INSE-00 /073 W

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R 141525Z JAN 75

FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC 6172

C O N F I D E N T I A L MOSCOW 0534

E.O. 11652: GDS

TAGS: EAIR CVIS BTRA US UR

SUBJECT: CIVAIR: SOVIET COMPLIANCE WITH BILATERAL AVIATION  
AGREEMENTS

REF: A) STATE 7082; B) MOSCOW 384

1. REFTELS APPARENTLY CROSSED. REF B INDICATES THAT AEROFLOT NOW COMPLYING WITH REQUIREMENT OF INTER-LINE AGREEMENT TO TICKET--AS USSR GENERAL AGENT FOR PAN AM--SOVIET CITIZENS AND FOREIGN RESIDENTS OF USSR FOR TRAVEL NOT COMMENCING IN MOSCOW, WITH PAYMENT PERMITTED IN RUBLES. EMBASSY UNDERSTANDS THIS WAS LAST MAJOR ISSUE REMAINING UNRESOLVED AFTER AEROFLOT-PAN AM DISCUSSIONS AT END OF OCTOBER. PAN AM MOSCOW REP DRAHORAD REPORTS THAT FOR MOMENT PAN AM IS SATISFIED WITH AEROFLOT PERFORMANCE OF ITS VARIOUS OBLIGATIONS WITHIN INTER-AIRLINE FRAMEWORK.

2. IN SHORT, EMBASSY BELIEVES THAT AEROFLOT-PAN AM COMMERCIAL RELATIONS ARE CURRENTLY AT ATYPICALLY HIGH LEVEL OF COOPERATION. PRESENT OFFICIAL SOVIET CONCILIATORY ATTITUDE IN BILATERAL CIVIL AVIATION FIELD, OWING TO STIFF DEPT AND EMBASSY REPRESENTATIONS OF LAST SUMMER AND EXPRESSED IN MFA NOTE OF AUGUST 22 (MOSCOW 12926), HAS APPARENTLY FOUND  
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REFLECTION IN AEROFLOT ACTIVITIES VIS-A-VIS PAN AM.

3. AS FAR AS INTER-GOVERNMENTAL AGREEMENT CONCERNED, CHIEF VIOLATION BY SOVIET SIDE APPEARS TO BE ABSENCE OF FREEDOM OF AIRLINE CHOICE BY SOVIET CITIZENS INTENDING TO TRAVEL TO U.S. MOST OF THESE OF COURSE ARE OFFICIALS, WHO ALMOST AUTOMATICALLY ARE TICKETED ON AEROFLOT. PAN AM CARRIES MERE HANDFUL OF NON-OFFICIAL SOVIETS, AND THOSE ONLY BECAUSE EMBASSY CONSULAR SECTION CHANNELS THEM TO PAN AM AFTER ISSUING VISAS. REMEDIAL ACTION IN THIS AREA WOULD BE COMPLICATED BY DIFFICULTY OF PROVING VIOLATION.

4. IN CONSIDERING REPLY TO MFA DECEMBER 9 NOTE, EMBASSY STRONGLY RECOMMENDS THAT EXTENSION OF AGREED MINUTE ON CHARTER FLIGHTS BE MADE INTEGRAL PART OF US NEGOTIATING PACKAGE. AS DEPT AWARE, AGREED MINUTE EXPIRES MARCH 31, 1975. IN EMBASSY EXPERIENCE, IN ADDITION TO ASSURING US CARRIERS SHARE OF CHARTER MARKET OFFICIAL SOVIET ACCEPTANCE OF RESPONSIBILITY TO FACILITATE CHARTER FLIGHTS BETWEEN US AND USSR HAS RESULTED IN 1) GREATLY DIMINISHED US AIRLINE RELIANCE ON EMBASSY IN SEEKING PERMISSION FOR FLIGHTS, AND 2) AVOIDANCE OF CLIFFHANGER SITUATIONS PENDING LAST-MINUTE SOVIET RESPONSE.  
STOESSEL

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